

P 12
- statement about quotes

Received
Sept. 22/76
#805

Presentation to the Berger Inquiry

Activities of the Training and
Employment Liaison Division,
Northern Affairs Program,
Department of Indian and Northern Affairs.

R.P. Sterling

August 1976

The primary responsibility in matters relating to the training and employment of northerners rests with the Government of the Northwest Territories following the transfer of these functions to the Territorial Government which took place between 1967 and 1970. However, the Northern Affairs Program of the Department of Indian and Northern Affairs has retained a number of responsibilities in this field. In general, these retained responsibilities relate to the policy role in the development of non-renewable resources which remains a responsibility of the Federal Government, the policy aspects of Federal activities in the North as they have an impact on the training and employment of northern residents and a number of residual services provided on behalf of the Territorial Government to northern natives, and Eskimos in particular, who find themselves South of 60°.

These responsibilities are largely carried out through the Training and Employment Liaison Division within the Territorial and Social Development Branch of the Northern Affairs Program. In turn, the Training and Employment Liaison Division is divided into two sections, Employment Liaison and Vocational Education. Dealing with the activities of the Vocational Education Section first, this group assists the Territorial Governments, though mainly the Government of the N.W.T., by locating training courses for Northerners which are not available in Northern Canada, arranging for the registration of northern candidates and providing counselling and vocational guidance to trainees while they are on a training program. These activities involve the Section in programs in all provinces with the exception of Alberta, where the Government of the N.W.T. has its own staff. The Section also provides liaison with the Department of National Defence both in arranging special training courses for northern residents and in a special employment program for native northerners at the Canadian Forces Base in Alert. In addition to providing counselling and vocational guidance services to trainees sponsored by the Territorial Government, the Section also provides counselling assistance and vocational guidance to other natives from the North who find themselves in the south for any one of a number of reasons.

The Vocational Education Section is also responsible for the operation of an On-the-Job Training Program for native people. This program is designed to provide opportunities for native people to gain basic skills in an on-the-job situation which will qualify them to fill a position on a permanent basis. The training period lasts up to a year and all training costs, as well as an allowance for the trainee, are met by the Program in the case of non-profit organizations and the Federal and Territorial Public Service, and up to 50% of the costs are met in the case of private industry. This Program has taken some time to become known and accepted, but is now operating on a budget of \$750,000 which enables us to keep some 60-70 trainees on the program at any one time. Training is provided in such fields as administrative and clerical work, technical, resource management, communications and journalism, and para-professional social activities. Training is normally designed to enable the trainee to qualify for a specific permanent position.

A new venture for the Vocational Education Section this year has been a special Summer Job Creation Program for native students funded under the Federal Government's Summer Student Employment and Assistance Program. Some \$100,000 will be spent on this Program during the current summer which will provide some 9000 weeks of summer employment for native students.



Digitized by the Internet Archive
in 2025 with funding from
University of Toronto

<https://archive.org/details/31761120643747>

Turning to the Employment Liaison Section, this Section is largely involved in seeking to promote training and employment opportunities for native people within the Federal Government, the mining industry and the petroleum industry. In relation to Federal Government activities, the Section has played a role in developing mechanisms whereby Federal Government contracts can be administered in such a way as to give clear preference to the locally available labour force working through the services of both Canada Manpower Centres and the Territorial Governments. What is normally involved here is requiring the contractor to advise the nearest Canada Manpower Centre of his labour force requirements so that the Centre can, with the help of Territorial officials, in turn refer locally unemployed on a priority basis. The Section was also responsible for developing the Northern Careers concept which is designed to increase native representation at middle management levels in the federal public service and is now being administered by a unit of the Public Service Commission located in Yellowknife. Mr. Forth will be providing details on this program.

Turning to the mining industry, the Section plays a role in the development of training and employment clauses for incorporation in Government agreements relating to the establishment of new mines, the most recent example of

which is the agreement signed between the Federal Government and the principals of the Nanisivik Mine. This agreement ensures that native people have the right of first refusal for any jobs available at the mine site for which they are qualified. In other words, the Company must hire all qualified native workers before they can recruit from outside the area. The agreement also requires the Company to provide training opportunities and provides for a Training and Employment Advisory Committee with representation from the workers, the company, the Government of the N.W.T. and the Department of Manpower and Immigration to deal with problems as they are identified. The agreement also establishes as a goal for the Company, that by the third year of operation, 60% of the labour force occupying regular positions will consist of native people. It might be noted that the agreement referred to here is comprehensive in that it covers all aspects of the project of concern to the Government. Thus the Company has agreed to certain conditions in return for certain support from the Government. There is provision for a guarantee deposit and the Government can use this to make up any deficiencies in the performance of the Company. Agreements with other mining companies in the two Territories are much less detailed and specific than the Strathcona Sound Agreement, though their impact is monitored by the

Section and every effort is made to encourage the mining industry to provide training and employment opportunities for native people.

At the suggestion of the Department, mining industry committees have been established in the Yukon and Northwest Territories to promote the training and employment of northern residents, in particular Indians, Eskimos and Metis, in the industry. The committees are chaired by industry representatives, but include representation from DIAND, Manpower and Immigration and the Territorial Government. Activities to date include the sponsorship of training programs, information activities and an examination of ways to make the industry more attractive to northern residents.

The Employment Liaison Section has worked closely with the petroleum industry as it has developed in the north to bring to their attention the desirability of providing appropriate opportunities for native people. Much of this work has been done through our office in Calgary which maintains day-to-day liaison with the petroleum industry and with the various contractors and sub-contractors involved in the exploration activities. Working in cooperation with the Territorial Government, it is able to supply assistance to companies seeking qualified native workers.

by the representatives of Canadian Arctic Gas.

The Division also sponsored research in a number of areas relevant to its work. A number of these reports have already been tabled as exhibits, including Dr. Lampey's study of Native People's Perceptions of Factors Associated with Job Acceptance and Retention, and the Gemini North reports on Alaska Native Participation in the Trans-Alaska Pipeline Project and Trade Unions in Canada and the Northern Resident. In addition, the Division has prepared a number of handbooks dealing with some aspects of the training and employment of native people.

As can be seen from the brief outline above, the activities of the Department in relation to training and employment are, with the exception of the On-the-Job Training Program and the Summer Job Creation Program, largely of a policy nature. In undertaking the work of encouraging the implementation of the Government's policy at the operational level, the Division makes use of a number of coordinating mechanisms. The Mining Industry Committees on the Employment of Northern Residents and the Petroleum Industry Committee on the Employment of Northern Residents have already been mentioned. In addition the Division participates in the Committee on the Employment of Native Northerners which is part of the Advisory Committee on Northern Development, the principle mechanism by which the Minister's responsibilities for coordinating federal activities north of 60° is achieved.

This Committee is made up of representatives from all Departments operating in the North, as well as a representative from Treasury Board and pays particular attention to the impact of federal government activities in promoting the training and employment of native northerners. It also serves as a mechanism for developing an awareness of the Government's policy and the coordination of programs and activities which have a bearing on this objective. The Committee is, of course, concerned about the training available to northern residents, and native people in particular, though the bulk of the work in this particular field is undertaken by Manpower Needs Committee of the two Territories, co-chaired by the Department of Manpower and Immigration and the territorial government. These Committees identify training needs, allocates training funds available and ensures that training programs are available in response to requirements identified by government or industry. Mr. Gates will be giving more information on the activities of these Committees.

The more formal mechanisms noted above to achieve coordination in the field of native training and employment are supplemented by a great deal of day to day contact among the various government officials with responsibilities in this field.

The various programs and activities which have been outlined above are all based on the Government's policy for the development of the North for the decade 1971-81. The objective is to implement the social guidelines of that policy which have been given the highest priority by the Federal Government. These social guidelines call for the creation of opportunities both for training and for employment, for the native people of the North. It is important to stress that the policy calls only for the creation of opportunities. Ultimately, the decision on whether or not to use these opportunities rests with the individual concerned. The policy goes no further than to recognize the disadvantaged position which most native people are now in, and the requirement for affirmative or positive action on the part of government and industry to assist in creating a real equality of opportunity which the disadvantaged position of the Northern natives would not otherwise permit. This concept of affirmative action is specifically referred to in the Expanded Pipeline Guidelines of 1972. It is important to note that there does not exist within the federal jurisdiction, legislation supporting affirmative action programs which single out minority groups on racial or other grounds. It would seem however, that it is only a matter of time before such legislation will exist

which would permit affirmative action programs at the federal level was tabled in the current session of Parliament. It is interesting to note however that the Government of the N.W.T. recently amended its fair practices ordinance to permit the use of affirmative action programs in the Territories, subject to the approval of the Commissioner. This situation is in contrast to that found in Alaska where there are a number of both federal and state laws, regulations and orders (one can cite the requirements of the Office for Equal Opportunity, the Comprehensive Employment and Training Act, the Office of Federal Contract Compliance and the Alaska Plan,) which require contractors and unions to undertake affirmative action programs on behalf of minority groups. This suggests that should a pipeline project proceed, it will be necessary to rely on a training and employment agreement such as has been presented to the Inquiry in imposing conditions on a successful applicant and on the cooperation and assistance of the various parties which would, as has been indicated in earlier testimony, be involved in a manpower delivery system, perhaps working under some form of memorandum of understanding.

The present absence of any applicable affirmative action legislation has also meant that there is no quota system or provisions for minority hire set out in federal legislation or regulations which could automatically be applied to ensure the participation of minority groups in a project such as the proposed pipeline. For the moment, there are no plans on the part of government that I am aware of for the requirement of any quota system, though it is expected that the Inquiry will want to consider this possibility in some detail. As an alternative to a quota system, consideration might be given to the concept of agreed targets, though there are obvious difficulties in establishing such targets in the absence of any clear indication of the interest of the Northern labour force to participate in what, during the construction phase at least, will be seasonal work under difficult conditions.

It might be useful to say a few words about what has been referred to as the manpower delivery system. It is important to note that we are talking about a theoretical system at the moment, and it is impossible to be precise. The Training and Employment Liaison Division is working with other government and non-government bodies involved to consider how best to develop a mechanism whereby we can ensure that all northern residents and in particular, Indians, Eskimos and Metis, are assured of a real opportunity to participate

in any training and employment activities which result from the construction of a pipeline. This will obviously involve the contractors, the unions and the local communities as well as the applicant, the Department of Manpower and Immigration and the Government of the Northwest Territories. While the elements that any such system must contain have been identified, it is less clear just how the system itself would work. There are obviously requirements to ensure that Government involvement is streamlined and fully coordinated, that communications between the communities, a central clearing house (if there is one), the unions and the contractors are efficient, and there is an obvious need to ensure that everyone knows who is responsible for what. As I have already indicated, most of these questions have not yet been answered in satisfactory detail and it is too soon to think that they could be. This Inquiry itself will no doubt have a number of recommendations to make which would have to be taken into consideration. It will be necessary to have more information on how the project itself will be administered. It must also be decided how the communities could participate in the system which is finally developed. The need for some system has however, been identified and to date there has been a high degree of cooperation in the preliminary discussions that have been undertaken.

Before finishing this presentation, it might be useful to comment on earlier evidence on the question of northern residents and how this should be defined. As I indicated earlier, the federal government's principle concern is to ensure opportunities for Indians, Eskimos and Metis resident North of 60°. It is hoped that federal human rights legislation will be enacted which will permit the identification of this group by race in any agreements related to training and employment on the project. At the same time, it is also a matter of concern that all residents of the North have a fair opportunity to participate in the project, and it might well be necessary to have this also written into any agreements. In defining the much broader phrase "northern resident", there are two approaches, one, which specifies the length of residency required (usually 4 years in the practice of the Government of the N.W.T.) and the other specifying residency as of a certain date. The former would seem to be more flexible in relation to a project lasting a number of years, as it would progressively give preferred treatment to more recent residents. All this suggests that it might be desirable to give first priority to the native northerners, and second priority to northern residents, however defined. Unfortunately, the giving of first priority to native northerners might well involve a number of legal difficulties as noted earlier. It will be a matter of judgement, in the

light of then current conditions, as to which procedure might be best, and it is hoped that the Inquiry will be able to assist in this decision.

Biographical Notes

ROBERT P. STERLING

Born in Vernon, B.C.

Graduated from UBC in 1961 with a BSc (Math and Physics).

After graduation spent three years travelling in Europe and the Middle East and teaching in Istanbul.

In 1964 joined the Department of External Affairs and worked in the Press Office prior to being posted to Lagos, Nigeria in 1966.

Spent two years as second secretary in the Canadian High Commission in Lagos working in the areas of aid administration, political and economic reporting as well as consular and immigration activities.

Returned to Canada in 1968 and was assigned to the Economic and Social Section of the United Nations Division coordinating Canadian participation in the activities of the UN Specialized Agencies.

In 1971 was transferred to the personnel field in the Department as an assignment officer and attended the Career Assignment Program of the Public Service Commission.

Took up an assignment in January 1972 with the Department of Indian and Northern Affairs working first with a special group concerned with the development of employment and economic opportunities in the North and then as Secretary to the interdepartmental committee on the Employment of Native Northerners.

In January 1974 was appointed Chief of the Training and Employment Liaison Division of the Northern Affairs Program.

ORGANIZATION CHART
TRAINING AND EMPLOYMENT
LIAISON DIVISION

A.D.M. - NORTHERN
E.M.R. COTTELL

ACTING DIRECTOR
TERRITORIAL AND SOCIAL
DEVELOPMENT BRANCH

CHIEF, TRAINING AND
EMPLOYMENT LIAISON

ADMINISTRATIVE
ASSISTANT

PUBLIC SECTOR
ADVISED

MINING
ADVISED

PETROLEUM
ADVISED
(CALGARY)

SENIOR
LIAISON
OFFICER

PROJECT
OFFICER

LIAISON
OFFICER

EMPLOYMENT
LIAISON CLERK

MONITORING AND
STRATEGY ADVISED

PROJECT
OFFICER

STATISTICAL
CLERK

(WINNIPEG)

VOCATIONAL
COUNSELLOR

VOCATIONAL
COUNSELLOR

SUPERINTENDENT OF
VOCATIONAL EDUCATION

ASST. SUPERINTENDENT
OF VOCATIONAL EDUCATION

VOCATIONAL
TRAINING
CLERK

TRAINING ON-THE-JOB
SUPERVISOR

TRAINING ON-THE-JOB
COUNSELLOR

HEAD, VOCATIONAL
COUNSELLOR

VOCATIONAL
COUNSELLOR

VOCATIONAL
COUNSELLOR

ASSISTANT
COUNSELLOR

VOCATIONAL
COUNSELLOR

ASSISTANT
COUNSELLOR

